

## Message Text

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ACTION IO-13

INFO OCT-01 AF-10 EUR-12 NEA-10 ISO-00 CIAE-00 DODE-00  
PM-04 H-01 INR-07 L-03 NSAE-00 NSC-05 PA-01  
PRS-01 SP-02 SS-15 USIA-06 ARA-06 EA-07 ACDA-07  
DHA-02 /113 W  
-----150227Z 082847 /14

P R 150104Z APR 77  
FM USMISSION USUN NEW YORK  
TO SECSTATE WASHDC PRIORITY 3173  
INFO AMEMBASSY ABIDJAN  
AMEMBASSY ADDIS ABABA  
AMEMBASSY BAMAKO  
AMEMBASSY BONN  
AMEMBASSY COTONOU  
AMEMBASSY CONAKRY  
AMEMBASSY DAKAR  
AMEMBASSY LIBREVILLE  
AMEMBASSY LONDON  
AMEMBASSY LOME  
AMEMBASSY NEW DELHI  
AMEMBASSY NOUAKCHOTT  
AMEMBASSY OTTAWA  
AMEMBASSY PARIS  
AMEMBASSY RABAT  
AMEMBASSY TANARIVE  
AMEMBASSY TRIPOLI

C O N F I D E N T I A L USUN 1121

E.O. 11652: GDS  
TAGS: PFOR, US, UN, DM  
SUBJECT: UNSC DEBATE ON BENIN

REF: USUN 1109

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1. SC MET MORNING AND AFTERNOON OF APRIL 14. AFTER HEARING  
MANY SPEAKERS (DETAILS SEPTEL), COUNCIL ADOPTED RESOLUTION  
BY CONSENSUS. US SPOKE IN EXPLANATION OF VOTE. UK, CANADA,  
FRG, VENEZUELA DID NOT SPEAK DURING THE ENTIRE DEBATE.

2. TEXT OF RESOLUTION FOLLOWS:

QUOTE

THE SECURITY COUNCIL,

HAVING CONSIDERED THE REPORT OF THE SECURITY COUNCIL SPECIAL MISSION TO THE PEOPLE'S REPUBLIC OF BENIN ESTABLISHED UNDER RESOLUTION 404 (1977) (S/12294 AND ADD.1),

GRAVELY CONCERNED AT THE VIOLATION OF THE TERRITORIAL INTEGRITY, INDEPENDENCE AND SOVEREIGNTY OF THE STATE OF BENIN,

DEEPLY GRIEVED AT THE LOSS OF LIFE AND SUBSTANTIAL DAMAGE TO PROPERTY CAUSED BY THE INVADING FORCE DURING ITS ATTACK ON COTONOU ON 16 JANUARY 1977,

1. TAKE NOTE OF THE REPORT OF THE SPECIAL MISSION AND EXPRESSES ITS APPRECIATION FOR THE WORK ACCOMPLISHED;
2. STRONGLY CONDEMNS THE ACT OF ARMED AGGRESSION PERPETRATED AGAINST THE PEOPLE'S REPUBLIC OF BENIN ON 16 JANUARY 1977;
3. REAFFIRMS ITS RESOLUTION 239 (1967) WHICH, INTER ALIA, CONDEMNS ANY STATE WHICH PERSISTS IN PERMITTING OR TOLERATING THE RECRUITMENT OF MERCENARIES AND THE PROVISIONS OF FACILITIES TO THEM, WITH THE OBJECTIVE OF OVERTHROWING THE GOVERNMENT OF STATES MEMBERS OF THE UNITED NATIONS;
4. CALLS UPON ALL STATES TO EXERCISE THE UTMOST VIGILANCE AGAINST THE DANGER POSED BY INTERNATIONAL MERCENARIES AND TO ENSURE THAT THEIR TERRITORY AND OTHER TERRITORIES UNDER THEIR CONTROL, AS WELL AS THEIR NATIONALS, ARE NOT USED FOR THE PLANNING OF SUBVERSION AND RECRUITMENT, TRAINING AND TRANSIT OF MERCENARIES DESIGNED TO OVERTHROW THE GOVERNMENT OF ANY MEMBER STATE OF THE UNITED NATIONS;
5. FURTHER CALLS UPON ALL STATES TO CONSIDER TAKING NECESSARY CONFIDENTIAL

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MEASURES TO PROHIBIT, UNDER THEIR RESPECTIVE DOMESTIC LAWS, THE RECRUITMENT, TRAINING AND TRANSIT OF MERCENARIES ON THEIR TERRITORY AND OTHER TERRITORIES UNDER THEIR CONTROL;

6. CONDEMNS ALL FORMS OF EXTERNAL INTERFERENCE IN THE INTERNAL AFFAIRS OF MEMBER STATES, INCLUDING THE USE OF INTERNATIONAL MERCENARIES TO DESTABILIZE STATES AND/OR TO VIOLATE THE TERRITORIAL INTEGRITY, SOVEREIGNTY AND INDEPENDENCE OF STATES;
7. REQUESTS THE SECRETARY-GENERAL TO PROVIDE APPROPRIATE TECHNICAL ASSISTANCE TO HELP THE GOVERNMENT OF BENIN IN ASSESSING AND EVALUATING THE DAMAGE RESULTING FROM THE ACT OF ARMED AGGRESSION COMMITTED IN COTONOU ON 16 JANUARY 1977;
8. APPEALS TO ALL STATES TO PROVIDE MATERIAL ASSISTANCE TO THE PEOPLE'S REPUBLIC OF BENIN IN ORDER TO ENABLE IT TO REPAIR THE DAMAGE AND LOSSES INFLICTED DURING THE ATTACK;
9. NOTES THAT THE GOVERNMENT OF BENIN HAS RESERVED ITS RIGHT WITH RESPECT TO ANY EVENTUAL CLAIMS FOR COMPENSATION WHICH IT MAY WISH TO ASSERT;
10. CALLS UPON ALL STATES TO PROVIDE THE SECURITY COUNCIL WITH

ANY INFORMATION THEY MIGHT HAVE IN CONNEXION WITH THE EVENTS IN COTONOU ON 16 JANUARY 1977 LIKELY TO THROW FURTHER LIGHT ON THOSE EVENTS;

11. REQUESTS THE SECRETARY-GENERAL TO FOLLOW CLOSELY THE IMPLEMENTATION OF THE PRESENT RESOLUTION;

12. DECIDES TO REMAIN SEIZED OF THIS QUESTION. UNQUOTE

3. TEXT OF US EXPLANATION FOLLOWS:

QUOTE

THE UNITED STATES WAS ABLE TO JOIN IN THE RESOLUTION BEFORE THE COUNCIL BECAUSE OF ITS CONCERN AT THE ARMED ATTACK ON BENIN AND THE LOSS OF LIFE AND DAMAGE OF PROPERTY SUFFERED BY THE PEOPLE AND GOVERNMENT OF BENIN. WE WANT TO EXTEND OUR SYMPATHY TO THE PEOPLE OF BENIN THROUGH THEIR DISTINGUISHED AMBASSADOR TO THE UNITED NATIONS, THOMAS BOYA. CONFIDENTIAL

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THE UNITED STATES ALSO WISHES TO EXPRESS ITS CONCERN AT THE APPARENT VIOLATION OF THE TERRITORIAL INTEGRITY OF BENIN. AS MEMBERS OF THIS COUNCIL KNOW EVERY WELL, THREATS TO THE TERRITORIAL INTEGRITY OF AFRICAN STATES HAVE BECOME A SERIOUS PROBLEM, WHETHER BY MERCENARIES OR ANY OTHER TYPE OF ARMED INTERVENTION. MORE THAN MERE LIP SERVICE -- AND SELECTIVE CONCERN -- MUST BE PAID TO THE PRINCIPLE OF TERRITORIAL INTEGRITY IF INTERNATIONAL PEACE AND SECURITY ARE TO BE MAINTAINED.

I WOULD ALSO LIKE TO EXPRESS BRIEFLY THE VIEWS OF MY GOVERNMENT ON THE QUESTION OF MERCENARIES AND COMMENT ON OPERATIVE PARAGRAPHS 4 AND 5 OF THE DRAFT RESOLUTION.

UNDER UNITED STATES LAW IT IS A CRIMINAL OFFENSE FOR ANY PERSON TO RECRUIT AN AMERICAN CITIZEN IN THE UNITED STATES FOR SERVICE AS A SOLDIER IN FOREIGN ARMED FORCES OR FOR ANY AMERICAN CITIZEN TO ENLIST IN THE UNITED STATES FOR SUCH SERVICE. IN THE EVENT THAT THERE IS EVIDENCE OF SUCH ACTIVITY TAKING PLACE IN THE UNITED STATES, MY GOVERNMENT WILL MOVE VIGOROUSLY TO INVESTIGATE, AND WHERE SUFFICIENT EVIDENCE IS AVAILABLE, TO PROSECUTE. WE ARE OPPOSED TO THE USE OF MERCENARIES TO INTERVENE IN THE INTERNAL AFFAIRS OF OTHER COUNTRIES AND ARE COMMITTED TO THE ENFORCEMENT OF OUR LAWS CONCERNING THE RECRUITMENT OF AMERICAN CITIZENS AS MERCENARIES.

WHILE A LITERAL READING OF PARAGRAPH 4 AND 5 OF THE RESOLUTION WOULD INEVITABLY POSE PROBLEM FOR ANY GOVERNMENT IN TERMS OF EFFECTIVELY CONTROLLING ACTIVITIES OF ITS CITIZENS

OUTSIDE ITS TERRITORIAL JURISDICTION, THE UNITED STATES WILL  
MAKE EVERY EFFORT TO ENSURE THAT ITS LAWS ON THE SUBJECT ARE  
COMPLIED WITH STRICTLY SO AS TO DISCOURAGE AMERICAN CITIZENS  
FROM BECOMING INVOLVED IN ANY TYPE OF UNLAWFUL MERCENARY  
ACTIVITY. UNQUOTE  
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END UNCLASSIFIED.

4. COMMENT: THIS DEBATE INCLUDED THE MOST ACRIMONIOUS  
EXCHANGE OF CHARGES AND ALLEGATIONS BETWEEN AFRICANS STATES  
HEARD IN THE SC IN A LONG TIME. ALL NON-AFRICAN AND MANY  
AFRICAN STATES STAYED AS FAR AWAY FROM THE LINE OF FIRE AS  
POSSIBLE. FRANCE WAS THE ONLY NON-AFRICAN STATE ATTACKED,  
AND PERM REP LAPRETTE RESPONDED IN A QUIET, RESTRAINED MANNER.

5. ERUPTION OF OPEN ACRIMONY VISIBLY DISTRESSED MEMBERS OF  
THE AFRICAN BLOC, WHO DECRY THIS LAPSE IN GROUP UNITY IN  
EVERY CORRIDOR CONVERSATION. IT SEEMED TO BE AN IRRESISTIBLE  
TEMPTATION; EVEN AMB RAMPHUL OF MAURITIUS FAILED TO STAUNCH  
THE FLOW OF BITTER WORDS BY HIS EFFORTS TO LECTURE SHAME  
INTO THE AFRICANS. THE REST OF US OBSERVING ON THE SIDELINES  
DO NOT YET HAVE A FEEL FOR THE FULL IMPLICATIONS OF THIS  
EPISODE. THE SHOCK FOR THE AFRICANS, THOUGH, IS APPARENT.

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## Message Attributes

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**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
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**Disposition Approved on Date:**  
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**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 22 May 2009  
**Disposition Event:**  
**Disposition History:** n/a  
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**Executive Order:** GS  
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**Subject:** UNSC DEBATE ON BENIN  
**TAGS:** PFOR, PINS, PGOV, US, DM, UN, UNSC  
**To:** STATE  
**Type:** TE  
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